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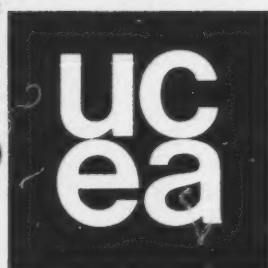
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AUTHOR Bessoth, Richard
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ABSTRACT

This article argues that the failure of meaningful educational reform in Germany is largely a result of the weak performance of educational administrators, which is in turn a result of the absence of formal training for educational administrators. The author first reviews the present state of teacher education in Germany and notes that in 1977 only one teacher-training institution offered a course of study in educational administration. He then briefly examines four current efforts to develop advanced educational programs that are relevant to the training of educational administrators. Most of the discussion centers on the author's project to develop and field-test curricula and materials for school principals and supervisors. The author concludes that the current efforts to develop curricula and training programs for educational administrators in Germany represent the first step in a field that will become increasingly important in the next decade. (JG)

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INFORMATION

First Steps in an Emerging Field Educational Administrator Preparation in West Germany

by

Richard Bessoth

Non-Reform and Reform Failure: Two Aspects of Postwar Education

The Federal Republic of Germany (FRG, i.e., West Germany) belongs to the most developed industrial countries in the world. After a dark period of history during the Nazi-Regime (1933-1945) and the removal of this regime, a speedy economic recovery ("Wirtschaftswunder") based on the formation of a reorganized federal system in 1949 took place. The new state was a Western ally and benefitted from the generous Marshall funds of the United States of America devoted to generating new investments in Europe.

The restoration of the economy, the institutionalization of a new political order, and the heavy load of social crisis due to World War II (veterans, emigrants, refugees) gave no room for educational reform. And indeed, the period of 1945-1965 has been named as "two decades of non-reform" during which time the old three-track school system of the imperial time and of that of the Republic of Weimar (1919-1933) was restored. This predominant system claims to select pupils of high ability (high intellectual skills) into the most prestigious *Gymnasium*; pupils with a medium range of capabilities should go to the middle school (*Realschule*); and the pupils which are left and are not very low in their intellectual skills (i.e. pupils who do not need special education) go to the common school (*Hauptschule*).

This three-track system has been under heavy criticism from liberal school reformers, socialists and others. The system has been accused of not offering equal educational opportunity and of selecting mainly according to socio-economic status and not according to ability.

Another source of criticism was economic. There was in the early sixties a great concern that the German school system could not produce enough highly qualified manpower and that this would lead to a decline of the economic growth and to an unfavorable situation in world competition.

The criticism of unequal educational opportunity did never get the same popularity as the idea of the German educational crisis ("*Bildungskatastrophe*"), and according to the aroused interest in the educational system the consequence

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was a quantitative growth of the school types with higher status, especially the *Gymnasium* and a decline of the old *Hauptschule*. In a few states there was strong political support for "going comprehensive" (integrierte Gesamtschule), but in the mid-seventies at most 10% of a cohort was attending a comprehensive school. Because of strong resistance to this democratic type of school, the model schools came under severe political opposition and public criticism and — until recently — the future of these schools was (and is) still insecure. Despite the great efforts of the legislators who each year devoted larger parts of the public expenditures to the education system, the whole movement which started with great optimism is now ending in despair and pessimism: More teachers do not seem to increase the impact of education. Unemployment of youngsters of the lower school types, a severe *Numerus Clausus* — i.e., entrance restrictions due to limited study capacities at the universities, a decline in job openings for the university graduates — all have led to this negative feeling about the education system. Educational reform has been discredited.

This lament has hidden until now the fact that this disaster of educational reform was, in large measure, predicated on the fact that the German educational administrators were neither quantitatively nor qualitatively equipped to do this job (Bessoth & Hopes, in press). As *profession*, educational administration is nearly nonexistent. There are very few jobs in this field (above the school level and even the principalship is weakly developed), and they are filled with amateurs, mostly hitherto untrained principals or equally untrained teacher trainers (inservice training system). Supervisors must have been teachers for some years, and about two-thirds to one-half of higher level administrators at the state department level come from the ranks of teachers. Other officials — besides a minority of about 8 - 10% of social scientists — have been trained as lawyers; they represent one-third to one-half of the managerial manpower at the state level — educators as well as lawyers do not receive any remarkable amount of formal training for their position in the educational administration system. With this background, one wonders that millions of pupils receive daily a quality education — more or less. In any event, the administration is able to maintain the status quo, but the task of educational innovation overwhelms the administrative system. It is not suited for this essential function.

The organizational reform (comprehensive schools, a comprehensive orientation phase in the grades 5 and 6, regional cooperation of former separated school types) failed, and many curricular reform approaches aroused heavy public resentment because of poor information and poor preparation of teachers for the new contents. Empty school buildings of the (poor) *Hauptschule*, overcrowded classes in the first and second grades of the *Gymnasium* and *Realschule*, pupil "mountain" in grades 6-10 with a sharp decline in the elementary grades (1-4), demand a degree of flexibility that the administrative system cannot achieve.

All these facts are reinforced by previously unknown unemployment rate of nearly 5% in the labour market, no signs of a quick recovery, and a sharp and emotional reaction to terrorist activities in the FRG. As one of the scapegoats in this situation, the public has discovered the school system (school stress, school failure).

Unfortunately the picture may really be still darker than I have sketched it because I am still optimistic and see a challenging future for the educational system and its administration.

The University System: White Spots in the Field of Educational Administration

The above mentioned weak performance of the educational administrators in the field of educational reform and innovation has been accompanied by observations about the absence of formal training for them. This means that at the university

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level there are no offerings in this field. Teacher training has been traditionally divided in most states of the FRG between the Colleges of Education (*Padagogische Hochschulen*) for teachers of the elementary schools and the *Hauptschulen* and the small Departments of Education of the Faculties of Arts of the universities for the teachers of the *Gymnasium* and sometimes the *Realschulen*.

The university-based teacher education focuses entirely on subject matter and education. Psychology plays a minor role in the teacher preparation program. With the reform of the *Padagogische Hochschulen* (Colleges of Education, i.e., three year teacher education institutes) there was an upgrading of the subject matter studies and a downgrading of the foundations and of elementary or secondary education. Only 30 semester hours out of 120 semester hours are devoted to the three areas of foundations (10 hours), instruction (10 hours) and educational psychology (10 hours). Education at the universities has still a lower status in the Faculty of Arts, and the manpower input for this field of study is quite low in comparison with the U.S. or Canada. Until the early seventies Colleges of Education trained teachers to their first certificate only. Only since 1971/72 there is the opportunity to offer graduate studies and the master's degree (*Diplom-Padagoge*). In many instances the universities offered master degrees (*Magister Artium*) which have not been highly regarded.

The Ph.D. is achieved by very few candidates, and some of these students have been teachers rather than administrators. Neither the Colleges of Education nor the universities have devoted much effort to the further education of teachers; so special centralized and state controlled institutes for further teacher education developed, and the whole function of upgrading and innovation supporting training of teachers with tenure and civil status now lies outside the field of higher education.

Nobody therefore will be surprised that educational administration as a field of study got lost in this system. A survey of 20 institutions for teacher training in the summer of 1977 revealed that no institution offered a preparation program comparable to those in UCEA membership. Occasional offerings of seminars in school law dominated the field, seminars on educational planning level at the (weak) federal level followed, but competency based approaches were lacking. The only program which approaches a small achievement in this direction are the offerings at the College of Education of Rheinland-Pfalz at the site of Landau where — as a part of a development project — the author and Berthold Killait are teaching courses for the preparation of principals and deputy principals. But this is only the beginning of a response to concerns for this highly underdeveloped field.

The College of Education of Rhineland-Palatinate is the only institution which offers for (all) students a major in educational administration. In practice nearly all of the students in this field are teachers or principals and use this opportunity for further education. But the manpower devoted to this major program for the M.A. track does not reach one faculty full-time-equivalent.

Only until the last two or three years have the offerings of the state institutes for further teacher education shown only a few dark spots in the field of educational administration — but most seminars (2-5 day workshops) suffered from a heavy bias: school lawyers offered courses in school law and administrative law. The satisfaction of the participants of these courses seemed to be quite low but they had no alternatives. This institutional sector adds no real preparation for educational administrators.

Current Developments

As Bessoth & Hopes (1977, S. 47/48) indicate, there are at least four developments in the FRG which can be noted. Three major and a minor project are in existence at the moment. Let me review them in the order of their beginning: In the

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"Harzburger Modell" project, under the leadership of Heinz Vogelsang, a lawyer and professor of political science too at the College of Education of Rhineland-Palatinate at the site of Koblenz, an attempt has been made to adopt a holistic business management system with many guidelines and recipes for effective leadership behavior. The project is based on a correspondence course system and is implemented outside the higher education system in Rhineland-Palatinate and is being given a trial run in Baden-Wuerttemberg.

According to some critics the effectiveness of the Harzburger system has yet to be proven for the business environment. There are more serious doubts about the effectiveness of transplanting this concept into the education system because it may be classified as System 2 in the Likert types.

The second project (ALFA), the Training for Leaders of Schools and Institutions of Further Education, based at the state-supported R & D center (Forschungs- und Entwicklungszentrum für objektivierte Lehr- und Lernverfahren - FEO LL) in Paderborn in North-Rhine-Westphalia, is oriented toward the implementation of an innovative self-renewal school but focuses heavily upon business and economic aspects of education (Bildungs-betriebslehre) and problems of electronic data processing in education. Little is known about the actual status of this federal-state supported development program. Gerhard E. Ortner, who is associated with two or three other research projects in school business administration field, is the director of this project.

The third project is the Bavarian Further Education for Teachers in Dillingen-on-the-Danube, described and co-developed by Waldemar Siekaup, a principal of a large vocational school in Nuremberg. This approach encompasses two one-week-courses (Basic and "Advanced"). But it is doubtful how the long "table of contents" can be taught in 8 full learning days. It is of note that the Bavarian state department of education already has a guideline regulation which requires participation in these courses as a prerequisite for applicants for the principalship. The amount of funds devoted to this project is certainly quite low.

The fourth project, the Bessoth group, has been operating since 1974. It is a successor to a project directed by Richard Bessoth from 1969 to 1973 which was the first empirical organizational analysis of four state departments of education and of lower level educational administration. Bessoth's conclusion was that an upgrading of the state school administration would demand the systematic development of a curriculum for school administrators with principals and supervisors as the main target group. Three state departments cooperated in a project design and the Volkswagen Foundation gave a large grant for the period 1974 to 1977. The project was extended to continue during 1978 and 1979 because of the success of the work completed by the end of 1976. The project is now administered by the German Institute for International Educational Research (*Deutsches Institut für Internationale Pädagogische Forschung - DIPF*) in Frankfurt-on-Main in cooperation with the *Institut für Bildungssysteme - Forschung, Entwicklung & Evaluation (IfBS/FEE)* in Saarbrücken, which will be developed to a center for educational administration research and development.

Besides Richard Bessoth with a background in sociology, business administration, political science and educational research, the project is staffed by Clive Webster Hopes, a former English and Canadian high school teacher with an M.Ed. in Educational Administration (McGill) and Berthold R. Killait, an economist with a Ph.D. in education and administration (UC, Santa Barbara).

Four states are included in the development process: Hesse, Rhineland-Palatinate (*Rheinland-Pfalz*), Lower Saxony (*Niedersachsen*), and North-Rhine-Westphalia (*Nordrhein-Westfalen*). After a period of needs assessment with principals and supervisors a program of 4 one-week-courses for the principalship were developed and field tested.

At the moment 3 one-week-courses for supervisors have been prepared and are

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field tested. They have been jointly developed with the state department of Lower Saxony and of North-Rhine Westphalia. The courses for principals are now on their second run in Hesse and Rhineland-Palatinate and on the first run in Lower Saxony.

Although the needs assessment and field testing of prototype seminars have been processed outside the higher education system, products of the development work have also been tested in two Colleges of Education as part of the new graduate study programs which lead to the degree of M.Ed. (*Diplom-Paedagoge*).

The weekly seminars for principals are directed to all types of school administrators, but there are attempts to differentiate the group work (special problems for elementary and/or the various secondary school types). The participants receive written materials for reading and casework before the start of a seminar to ensure roughly a common entrance level. In the courses the methods are diversified according to the problems under consideration. Group work receives heavy emphasis. Lectures are most times short and introduce task force work. Films, case studies, simulations are used, as well as some moderate kinds of group dynamic techniques.

Materials have developed as reference materials for cognitive learning (articles, descriptions, theoretical approaches) and as working materials (check lists, questionnaires, group techniques, forms etc.). Now there are in preparation five loose-leaf books about 500 pages each, which will be published on a larger scale in 1978 and 1979 by a well known publisher of school law collections. It is designed as a learning package for principals and supervisors:

- Principalship, Vol. 1: School organization and school law
- 2: Business Administration and Planning
- 3: Personnel and School Climate
- 4: Educational Innovations

- Supervision, Vol. 5: Additional materials to the basics in Vol. 1 to 4:
- Supervision, Curriculum and Instruction, School
- Evaluation, Manpower Planning and District-wide
- planning

It is too early to say something about the career paths of the small group completing the test courses. Most of them are already in the position for which the training is designed. In the case of the graduates of the College of Education, most of the teachers who got the master's degree are now in positions as principals, teacher trainers or supervisors. This means that even without any official personnel policy the administration honors the efforts of the graduates.

Implementation of Programs: Big Task of the Eighties

What I have described so far has to be viewed as the first step in an emerging field. Following the research project from 1969-73, I tried to persuade three state departments of education to cooperate in the development project. In the process of this project a lot of new perspectives for the project groups and for the intensively involved officials of the SDEs emerged, and these are now leading to new steps.

The task of educational reform in the FRG has suffered from many deficiencies of the educational administration system. The completion of this task is only postponed and has yet to be achieved. The dramatic decline of enrollments in the next decade could be used for an upgrading of the school system and the management subsystem. The curriculum development for educational administrators seems to be an essential part of this process of improvement.

Following a small international workshop (August 29-31, 1977) in Oberwesel/Rhine which was led by Bessoth, the Federal Department of Education and Science has started an initiative to promote the implementation or diffusion of the curriculum products of the Bessoth-group. (See pages 16 to 18 for more about

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this meeting.) A large scale project which attempts to give the institutions of higher education a better standing in the field of educational administration is the design phase as a large cooperative endeavor of the College of Education (Landau), the State Institute of Further Teacher Education (Speyer) and the Institute for Systems of Education - RD & E (Saarbruecken). Bessoth will lead the project on behalf of the College and the Institute for Systems of Education (IfBS/FEE). The state department of Rhineland-Palatinate has given this project its support.

Similar developments are envisioned and possible at the Free University (Berlin) and the University of Siegen (Westphalia), if these institutions are able to design promising programs. These are signs, in other words, that even after the VW Foundation terminates its support in September 1979 there will be further support from federal and state sources which will strengthen the development.

In the other states which have expressed the intention to work further in the educational administration preparation program of the Bessoth-group the necessary decisions have to be made in 1978. The training of administrator trainers is the most important feature in the last phase of this project, and in this process it is planned to include representatives from other states of the FRG which are now outside of the development process. This will lead for the project and the field of EAP to new initiatives. A lot of work has to be done in the next decade.

UCEA and the German Development

I should not conclude this report without mentioning that the development of my own thinking in the field of educational administration was heavily influenced by research conducted in UCEA member universities. My studies and teaching at the *University of Alberta*, a UCEA member, helped to clarify my perception of the field. Written reports of the history and development of CCEA and UCEA contributed also to our project work. The communications with Jack Culbertson in the last year brought alternative features for the field to my attention which will be part of the strategies we shall follow in the FRG. International cooperation will be an essential ingredient of this strategy. □

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Richard Bessoth, Diplom-Kaufmann (M.B.A.), Dr. rer. pol (Ph.D.) - Executive Director, Institut fuer Bildungssysteme - Forschung, Entwicklung & Evaluation e. V. (Institute for Systems of Education - Research, Development and Evaluation) in Saarbruecken; Senior Lecturer, Erziehungswissenschaftliche Hochschule Rheinland-Pfalz (College of Education of Rhineland-Palatinate) at Landau/Pfalz; Project Director 'Educational Administration Curriculum' funded by Volkswagen Foundation.